

Message Text

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ACTION EA-14

INFO OCT-01 IO-14 ISO-00 AGR-20 CIAE-00 DODE-00 PM-07 H-03

INR-10 L-03 NSAE-00 NSC-10 PA-04 RSC-01 PRS-01 SPC-03

SS-20 USIA-15 ACDA-19 AID-20 COME-00 EB-11 FRB-02

TRSE-00 XMB-07 OPIC-12 CIEP-02 OMB-01 EUR-25 IGA-02

DRC-01 /228 W

----- 041218

P R 060400Z NOV 73

FM AMEMBASSY TOKYO

TO SECSTATE WASHDC PRIORITY 7954

INFO AMEMBASSY CABNERRA

AMEMBASSY PHNOM PENH

AMEMBASSY SEOUL

AMEMBASSY TAIEPI

USMISSION USUN NY

C O N F I D E N T I A L SECTION 1 OF 2 TOKYO 14413

E.O. 11652: GDS

TAGS: EAID, EFIN, JA, CB, AS

SUBJ: ESF: JAPANESE PARTICIPATION; KHMER QUESTION IN UN;

RICE FOR CAMBODIA

REF: A. TOKYO 13930; B. PHNOM PENH 10793

SUMMARY: DURING CONVERSATIONS NOVEMBER 1 AND 5 FONOFF
REPS TOLD EMBOFF AND AMEMBASSY PHNOM PENH E/COUNS 1) GOJ
MADE APPROACH TO GOA DURING RECENT WHITLAM VISIT RE ESF,
BUT GOA REP MADE NO RESPONSE AT THE TIME; 2) GOJ HOPES
PRESENT DONORS WILL CONTINUE ESF PARTICIPATION IN ESF.
LOSS OF ANY OF PRESENT DONORS WOULD MAKE CONTINUED GOJ
PARTICIPATION DIFFICULT, 3) PARTICIPATION OF ROC AND/OR
ROK WOULD ALSO MAKE CONTINUED GOJ PARTICIPATION DIFFI-
CULT, AND 4) OUTCOME OF CAMBODIAN REPRESENTATION QUES-
TION AT UN WILL ALSO INFLUENCE FUTURE GOJ ACTION.

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FONOFF REP REQUESTED USG VIEWS ON POSSIBLE ROC/ROK PARTI-

CIPATION IN ESF, AND DATES OF CAMBODIA CREDITORS' MEETING IN PARIS. END SUMMARY.

1. ON NOVEMBER 1 KAZUHARA, DEPUTY HEAD, FIRST SOUTHEAST ASIA DIVISION, FONOFF, CALLED IN EMBOFF TO DISCUSS ESF. (KAZUHARA WILL PROBABLY ATTEND PARIS MEETING ON ESF AS GOJ REPRESENTATIVE.) ON NOVEMBER 5 EMBOFF AND THOMAS OLMSTED, AMEMBASSY PHNOM PENH E/COUNS, MET KAZUHARA FOR FURTHER DISCUSSIONS. HANABUSA, HEAD, FIRST SOUTHEAST ASIA DIVISION, JOINED LATTER CONVERSATION. MAIN POINTS OF CONVERSATION AS FOLLOWS:

2. ESF:

A. DURING RECENT JAPAN-AUSTRALIA MINISTERIAL MEETING IN TOKYO, GOJ CONVEYED TO GOA (I) GOJ'S PRESENT INTENT, SUBJECT TO BUDGETARY PROCESS AND DIET APPROVAL, TO CONTINUE ESF PARTICIPATION AND (II) GOJ'S HOPE THAT GOA WOULD ALSO CONTINUE TO DO SO AND WOULD ATTEND PARIS MEETING OF DONORS IN NOVEMBER. EMBASSY UNDERSTANDS ASIAN AFFAIRS DIRGEN TAKASHIMA MADE APPROACH TO GOA FONOFF COUNTERPART ANDERSON. GOA REP TOOK NOTE OF GOJ APPROACH, BUT MADE NO RESPONSE AT THE TIME.

B. FONOFF IS NOW TAKING NECESSARY ADMINISTRATIVE AND BUDGETARY STEPS TO OBTAIN FUNDS FOR 1974 CONTRIBUTION (NO AMOUNTS INDICATED).

C. FONOFF IS CONCERNED OVER INDICATIONS THAT GKR NOT ACTIVELY SOLICITING 1974 CONTRIBUTIONS. IN CONTRAST TO LAST YEAR, WHEN GKR MADE MAJOR EFFORT TO ENLARGE DONOR GROUP(ESPECIALLY TO INCLUDE EUROPEAN DONORS), FONOFF UNDERSTANDS THAT THIS YEAR GKR HAS EXPRESSED INTEREST IN ONLY REPUBLIC OF CHINA AND SOUTH KOREA AS POSSIBLE NEW DONORS. FONOFF STRONGLY HOPES THAT AT LEAST THE PRESENT DONORS WILL CONTINUE TO SUPPORT ESF AND THAT ALL WILL ATTEND PARIS MEETING. IF ANY OF PRESENT DONORS WERE TO CEASE PARTICIPATION IN 1974 (FONOFF IS AWARE OF POSSIBILITY THAT AUSTRALIA MAY NOT PARTICIPATE), IT WOULD BE QTE VERY DIFFICULT UNQTE FOR GOJ TO CONTINUE PARTICIPATION. DRAWING CONFIDENTIAL

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ON REFTTEL B, EMBOFF REPLIED THAT OUR UNDERSTANDING IS THAT GKR HAS ALREADY CIRCULATED NOTES SOLICITING 1974 ESF CONTRIBUTIONS TO PRESENT DONORS AND PROSPECTIVE DONORS INCLUDING SEVERAL EUROPEAN COUNTRIES. HANABUSA SAID CONTINUED PARTICIPATION BY PRESENT DONORS IS QTE CRITICAL UNQTE TO GOJ. FONOFF HAS INSTRUCTED GOJ EMBASSY PHNOM PENH TO TELL GKR TO CONCENTRATE ON ENSURING CONTINUED PARTICIPATION BY PRESENT ESF DONORS, AS LIKELIHOOD OF ATTRACTING

NEW EUROPEAN DONOR COUNTRIES IS SMALL. OLMSTED NOTED THAT IT NOW SEEMS MORE LIKELY THAT AUSTRALIA WILL CONTINUE TO PARTICIPATE AND HIS UNDERSTANDING THAT UK WILL CONTINUE TO PARTICIPATE IF USG AND GOJ MAKE APPROPRIATE HIGH LEVEL REQUESTS.

D. ALTHOUGH GENERALLY SPEAKING FONOFF WOULD WELCOME NEW ESF DONORS, WORKING LEVEL FONOFF FEELING IS THAT ROC AND ROK SHOULD NOT RPT NOT PARTICIPATE AS ESF DONORS. GOJ'S QTE VERY BASIC UNQTE POSITION, COMMUNICATED TO OTHER DONORS WHEN ESF WAS ESTABLISHED, IS THAT DIVIDED COUNTRIES SHOULD NOT PARTICIPATE. ESF SHOULD BE NEUTRAL. IF ROC AND/OR ROK PARTICIPATE, QTE COLOR UNQTE OF FUND WILL CHANGE, AND IT WILL BE QTE VERY DIFFICULT UNQTE FOR GOJ TO CONTINUE PARTICIPATION. IN ADDITION TO GOJ PROBLEM ON POLICY ISSUE, SERIOUS PROBLEMS IN DIET COULD BE ANTICIPATED. (UNLIKELY POSSIBILITY OF SIMULTANEOUS PARTICIPATION BY PRC AND ROC, AND/OR DPRK AND ROK, WOULD BE ACCEPTABLE.) FONOFF WOULD APPRECIATE HAVING USG VIEWS ON POSSIBLE ROC/ROK PARTICIPATION. OLMSTED NOTED THAT THERE WAS SOME QUESTION WHETHER GKR HAD ACTUALLY INVITED ROC TO PARTICIPATE, BUT, REGARDLESS, IF ROC"ROK PARTICIPATION WOULD CREATE SERIOUS PROBLEM FOR GOJ, THEN USG WOULD EXPLAIN PROBLEM TO ROC AND ROK AND ATTEMPT TO DISSUADE THEM FROM PARTICIPATING IN ESF.

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FM AMEMBASSY TOKYO

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D. PARTICIPANTS IN PARIS MEETING SHOULD TRY HARD FOR
AGREEMENT SO AS TO FINALIZE 1974 ESF ARRANGEMENTS BY END
OF 1973.

F. FONOFF WILL COMMUNICATE WITH EMBASSIES IN EXISTING
DONOR COUNTRIES TO SEE WHETHER DONORS PLAN TO ATTEND PARIS
MEETING AND WHETHER THEY INTEND TO CONTINUE PARTICIPATING
IN ESF.

3. CAMBODIAN REPRESENTATION AT UN:

A. HANABUSA NOTED POSSIBILITY UNGA MAY VOTE TO OUST GKR
AND SEAT SIHANOUK GOVERNMENT. GOJ FEELS PRO-SIHANOUK
RESOLUTION GOES AGAINST COMMON SENSE AND, IF SUCCESSFUL,
COULD CAUSE ASIANS TO LOSE MUCH RESPECT FOR UN. HOWEVER,
GOJ HAS BEEN FOLLOWING UN QUESTION CLOSELY AND GOJ'S PRE-
SENT ESTIMATE IS THAT PRO-SIHANOUK RESOLUTION MAY PASS.
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WHILE NOTING THAT USG AND GOJ ARE COORDINATING LOBBYING
EFFORTS AT UN, AND SHOULD CONTINUE TO DO SO, HANABUSA
NONETHELESS URGED THAT USG QTE SPARE NO EFFORT UNQTE TO
DEFEAT PRO-SIHANOUK RESOLUTION, AND THAT USG NOT UNDER-
ESTIMATE CHANCES OF RESOLUTION'S PASSAGE. IN FONOFF'S
VIEW, SAID HANABUSA, SUCCESS OF PRO-SIHANOUK RESOLUTION
COULD MEAN AUSTRALIA'S CESSATION OF SUPPORT FOR ESF, AND
NEW ZEALAND AND MALAYSIA WOULD PROBABLY FOLLOW AUSTRALIA'S
LEAD. IN SUCH CIRCUMSTANCES, HE SAID, IT WOULD BE MOST
DIFFICULT FOR GOJ TO CONTINUE PARTICIPATION. THUS UN PROBLEM
IS OF CRITICAL IMPORTANCE.

B. HANABUSA SAID THAT GOJ HAD TAKEN INITIATIVE TO OBTAIN
JOINT STATEMENT BY ASEAN COUNTRIES, THAILAND, NEW ZEALAND,
JAPAN, AND AUSTRALIA OPPOSING PRO-SIHANOUK RESOLUTION AND
REQUESTING UN NOT INTERFERE IN INTERNAL CAMBODIAN AFFAIRS.
AUSTRALIA AT FIRST, HE SAID, HAD BEEN ENTHUSIASTIC ABOUT
THE STATEMENT AND WILLING TO SPONSOR IT, BUT HAD ABRUPTLY
REVERSED ITS POSITION AND DECLINED TO DO SO. GOJ
ATTRIBUTED THIS CHANGE TO PM WHITLAM'S DESIRE TO MEET
SIHANOUK DURING HIS (WHITLAM'S) VISIT TO PEKING, AND EVENTS
SEEM TO HAVE SUPPORTED THIS INTERPRETATION.

4. RICE FOR CAMBODIA: OLMSTED NOTED THAT CAMBODIA WILL PROBABLY REQUIRE SOME 200,000 TONS OF IMPORTED RICE NEXT YEAR, AND THAT USG WILL BE UNABLE TO PROVIDE ENTIRE AMOUNT. HANABUSA INDICATED THAT EVEN THOUGH JAPAN ANTICIPATES A GOOD HARVEST THIS YEAR AND MAY HAVE AS MUCH AS 400,000 TONS SURPLUS, GOJ LAW PROHIBITS SALE OF NEW RICE ON DEFERRED CREDIT BASIS, SO THIS AMOUNT IS NOT READILY AVAILABLE FOR AID PURPOSES. JAPAN MAY BE ABLE TO PROVIDE VERY MODEST AMOUNTS, BUT WILL LOOK MAINLY TO THAILAND AS A SOURCE OF SUPPLY FOR CAMBODIA. FONOFF FEELS THAT CAMBODIAN RICE IMPORTS SHOULD BE FINANCED BY ESF. OLMSTED AGREED THAT RICE IS ELIGIBLE FOR IMPORT UNDER ESF, BUT PROBLEM IS LIMITED AVAILABILITY OF ESF FUNDS.

5. MEETING OF GKR CREDITORS IN PARIS. HANABUSA ASKED DATE OF MEETING AND WHETHER USG WOULD BE ATTENDING. OLMSTED SAID HE UNAWARE OF DATE BUT WOULD CHECK AND COMMUNICATE WITH GOJ THROUGH EMBASSY. USG IS NOT A CREDITOR COUNTRY
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OF CAMBODIA, HE SAID, BUT USG WILL SEND AN OBSERVER TO MEETING. PERHAPS GOJ COULD DO LIKEWISE. HANABUSA SAID THAT FRANCE AND W. GERMANY, IF NOT PARTICIPATING IN ESF, COULD AT LEAST GRANT ONE YEAR MORATORIUM ON CAMBODIAN DEBT SERVICE DUE THEM.

6. COMMENT: KAZUHARA MADE CLEAR DURING NOVEMBER 1 CONVERSATION THAT VIEW EXPRESSED PARA 2 D ABOVE IS, AT PRESENT, ONLY THAT OF HIS DIVISION, AND NOT FORMAL GOJ POSITION. EXTENT TO WHICH HIGHER RANKING OFFICIALS SHARE THIS VIEW NOT CERTAIN NOW, BUT IT APPARENT THAT PARTICIPATION BY ROC AND/OR ROK IN ESF AND/OR ADVERSE UN VOTE ON CAMBODIAN REPRESENTATION ISSUE WOULD CREATE MAJOR NEW OBSTACLES TO GOJ'S CONTINUED ESF PARTICIPATION. AS EMBASSY HAS CONSISTENTLY REPORTED CAMBODIAN AID PROGRAM REMAINS MOST SENSITIVE OF ALL INDOCHINA AID PROGRAMS FOR JAPAN TO SUPPORT.

7. ACTION REQUESTED: PLEASE PROVIDE EMBASSY WITH (A) USG VIEWS RE POSSIBLE ROC/ROK PARTICIPATION IN ESF, AND (B) DATE OF PARIS MEETING OF GKR CREDITOR COUNTRIES.
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